Manitoba

Discussion Paper

Strengthening Local Government in Winnipeg: Proposals for Changes to The City of Winnipeg Act

Minister of Urban Affairs

Winnipeg, Manitoba
February 27, 1987

STRENGTHENING LOCAL GOVERNMENT IN WINNIPEG: PROPOSALS FOR CHANGES TO THE CITY OF WINNIPEG ACT

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PREFACE

In June 1984, the Government of Manitoba appointed a five-person committee to review The City of Winnipeg Act. In January 1986, the Committee and the Minister of Urban Affairs presented the Committee's findings and recommendations to the public. The Government has carefully reviewed **The City of Winnipeg Act Review Committee Final Report 1986**, and is now proposing to institute a number of changes to The City of Winnipeg Act over the next two years. Prior to enacting legislation, however, the Government wishes to consult both the City of Winnipeg and the community-at-large on the proposed changes to ensure that its objective of an improved structure for local government in Winnipeg is to be met. This paper sets out a number of specific measures which the Government intends to pursue in this direction, and also explains the underlying goals which those measures are designed to accomplish.

NOTE: This paper contains several references to the Committee of Review Report. Copies of the full length report may be purchased from the Queen's Printer for $7.00 each. Copies of the bilingual summary of the Report may be obtained, free of charge, from **Manitoba Urban Affairs, 302-258 Portage Avenue, Winnipeg, Manitoba R3C 0B6**,or by calling 945-2225 or 945-2228.

Additional copies of this paper may be obtained from Manitoba Urban Affairs.

PURPOSE OF THE PAPER

The purposes of this statement of the Government's policy intentions are:

- to stimulate public discussion on the question of urban reform in Winnipeg and adjacent areas prior to the introduction of legislation in the Manitoba Legislature;

- to set out a clear position on the appropriate distribution of responsibilities and powers between the City of Winnipeg and the Province of Manitoba, so that each level of government can be held accountable for its actions;

- to indicate how the Government intends to improve the political structures and processes of the City of Winnipeg in order to enhance the City's effectiveness, responsiveness, and ability to provide leadership within its own areas of responsibility; and

- to suggest ways to heighten citizen interest and participation in local government.

THE GOALS OF REFORM

The Government of Manitoba proposes to institute changes over the next two years which will accomplish the following goals:

- provide for a **balance** and a **division of responsibility** between City Council and the Government of Manitoba which is as **clear, functionally effective,** and **understandable** to the residents of Winnipeg as possible;

- provide the Mayor and City Council with structural arrangements which enhance their ability to provide **effective political leadership** at the local level;

- provide the citizens of the City of Winnipeg with a decision-making process which is as **fair, responsive, easily understood,** and **accountable** as possible;

- provide the City of Winnipeg with access to adequate financial resources for the **effective, efficient,** and **accountable** execution of its responsibilities;

- provide an organizational structure which **recognizes** and **balances** both **local** and **city-wide** interests within the City of Winnipeg;

- provide an organizational framework which encourages decision-making at a level as **accessible** as possible to the citizens **directly affected** by it;

- enable the Government of Manitoba to discharge its own legitimate responsibilities with respect to issues of **major strategic importance** to its province-wide **economic, environmental** and **social development** objectives, while at the same time **disentangling** the Government from unnecessary involvement in issues whose impact is primarily local. More specifically, the proposed changes recognize and clarify the Government's important responsibilities with respect to:

    - the management of natural resources;
    - the equitable distribution of health, educational and social facilities, programs and opportunities;
    - the coordination of strategic planning activities; and
    - the protection of the financial and economic well-being of the Province and its municipalities.

THE PROVINCIAL-MUNICIPAL DYNAMIC: TOWARDS AN IMPROVED RELATIONSHIP WITH THE CITY

In its 1970 White Paper, Proposals for Urban Reorganization in the Greater Winnipeg Area, the Manitoba Government laid out a set of principles and strategies which led to the creation of the present City of Winnipeg. The City of Winnipeg Act, which came into effect on January 1, 1972, is now fifteen years old. This historic legislation significantly altered the relationship of the City of Winnipeg to its citizens, its neighbours and the Government of Manitoba. At the same time, the Government restructured its own internal affairs to accommodate a more effective relationship with the new government of Winnipeg, its capital city. After fifteen years of experience, it is both necessary and appropriate to evaluate the changing nature of the Government's relationship to its largest city and to propose ways to improve and strengthen that relationship.

The formal, statutory nature of provincial/municipal relations is set out in Section 92(8) of the British North America Act (now the Canadian Constitution Act), which assigns each provincial government with responsibility for "municipal institutions in the province." Within this relationship, provinces are not only responsible for defining statutory responsibilities for local government, but also for providing administrative supervision and guidance, financial controls, and service standards.

The Manitoba Government has already recognized the administrative competence of the City of Winnipeg by delegating to it extensive powers and responsibilities, both through The City of Winnipeg Act and through other provincial statutes. This level of delegation to Winnipeg is unique among local governments in Manitoba. The Government's current proposals are designed to balance and clarify the respective roles of each level of government, and to further enhance the City's capacity to act autonomously within its own sphere of responsibility.

THE OBJECTIVES OF THE RELATIONSHIP

The Government has identified a number of objectives for its relationship with the City of Winnipeg:

- **Accountability:** - Both levels of government must be open and accessible to their respective electors, and representatives must be responsible for their actions. The public must be able to understand government structures and processes and to identify the decision-makers. At the same time, however, representatives must have the clear ability to make or influence decisions for which they are to be held accountable.

- **Clarity:** - While there may be a number of areas where shared responsibility and overlap are either unavoidable or even appropriate, the principle of accountability demands that in general, the distinctions between the roles of each level of government should be drawn as clearly and precisely as possible. In this way, each government will have greater latitude within its own sphere of concern, and the electorate will become better able to assign responsibility appropriately.

- **Balance:** - Any provincial legislation concerning municipalities represents a careful and difficult balance between the competing demands of local autonomy on the one hand and the protection of province-wide policy and financial interests on the other. The Government's current proposals are designed to achieve a balance which preserves and enhances the autonomy of the City of Winnipeg within its own sphere of responsibility, while at the same time clarifying and strengthening the Government's legitimate and important role at a strategic level.

- **Leadership:** - Once areas of primary responsibility have been defined for each level of government as clearly as possible, the City of Winnipeg should then be empowered to exert effective political leadership within its own sphere of activity. The structures of local government should be designed to enhance such local leadership, not to obstruct it. Any such enhancement can only increase the ability of the two governments to work together to solve common problems.

- **Effectiveness:** - The economic and social challenges facing the City of Winnipeg are of paramount importance to the entire Province. Given the financial constraints facing all levels of government, it is imperative that the limited resources of both the City and the Province be combined and focussed as effectively as possible in order to create opportunities and solve problems in the City. This in turn will require structures of local government in Winnipeg which make it easier for the two government partners to consult effectively, to co-operate, and to co-ordinate their efforts and expenditures for maximum effectiveness.

TOWARDS A CLEARER DIVISION OF RESPONSIBILITY

In its report, The City of Winnipeg Act Review Committee urges the Government to "define carefully the sphere of the City's responsibilities and to make more visible its own role in City affairs.". In response to the Review Committee's findings, the Government proposes that the following principles should govern the division of powers between the City and the Province:

The City should have an expanded degree of autonomy in determining its own administrative structure. The current legislation is overly prescriptive and detailed, and involves the Provincial Government unnecessarily in administrative issues and structures which should properly be internal matters for City Council to decide. The Government is prepared to amend The City of Winnipeg Act to allow the City much greater flexibility in establishing its own administrative structures and procedures.

The City should be given the clear responsibility for planning and zoning matters which are primarily local in nature and impact. These powers must, of course, be exercised in a way which is consistent with a sound, overall planning framework for the entire urban region.

The City should continue to have clear and primary responsibility for the day-to-day planning and provision of local services, such as land drainage, water supply, waste disposal, roads, police, and fire protection. The Province recognizes that the City of Winnipeg is best equipped to respond to the varying needs and desires of its citizens for local services. To enhance the City's service delivery capability, the Province is prepared to amend The City of Winnipeg Act to allow the City greater freedom in determining how local services are to be delivered.

The City should discharge its responsibilities from its own resources without having to rely unduly on operating subsidies from senior governments. Accountability for the municipal mill rate must rest with the elected Council of the City of Winnipeg. Excessive dependency on provincial grants is inconsistent with this principle. In order to strengthen the City's financial capacity and to enhance the fiscal accountability of both levels of government, the Government of Manitoba proposes the following measures:

- The Government is prepared to proceed with legislative amendments to simplify and update the administration of the business tax for the City of Winnipeg. The proposed provisions would be similar to those contained in The Municipal Act, and would give the City greater autonomy in the management of the business tax, its second largest source of tax revenue after the general municipal property tax. These changes could also have the intended benefit of producing a net increase in local revenues.

- Currently there is a split in the jurisdiction in the delivery of certain urban services. Both the Province and the City are responsible for the delivery of certain aspects of inner city public health and social assistance. The Province is willing to discuss the use of existing unconditional program funds to assist in the rationalization of these urban services. This would reduce the City's budget requirement and would free up tax room which the City could use to fund other more traditional local functions according to its own priorities. As a first step in this direction, the Province intends to consult with the City on the financial and administrative implications of a single-tier provincial social assistance system.

The Province must remain responsible for providing the legislative framework within which the City of Winnipeg can be representative of and responsive to its citizens. This is a constitutional responsibility which the Government of Manitoba cannot and does not wish to avoid. Accordingly, the major changes proposed to the City's political organization and processes are intended to facilitate a more open, accountable, and effective City government.

The Province should clarify and strengthen its strategic role with respect to policies and plans effecting the overall growth and development in the urban area. Manitoba is in a unique position in that its largest city contains over half the population of the province. Winnipeg's essential contribution to Manitoba's economic health and development necessitates an active provincial presence at a strategic level. Accordingly, the Government proposes to develop land use and environmental policies for Winnipeg and its surrounding region which will help set the context for the future growth and development of the City. The Government also proposes to assume a more active role in the development and approval of the Greater Winnipeg Development Plan.

The Province should provide leadership in the management of environmental and resource-related issues. It will do so by reviewing and updating province-wide air and water quality standards and by monitoring the effects of their implementation.

The Province proposes the establishment of a Winnipeg Rivers Authority to effectively coordinate the activities and powers of the levels of government sharing jurisdictional responsibility for Winnipeg's rivers and streams.

The Province remains committed to consultation, co-ordination, and co-operation between the City and the Province. It wishes to discuss with the City steps which might be taken to enhance the present process of periodic meetings between the Urban Affairs Committee of Cabinet and the Official Delegation of the City of Winnipeg. The Government believes that several of its proposed changes to the political and organizational structure of the City will be of great benefit in this regard. The Government wishes to encourage continued consultation and co-operation between the City and the Province in addressing issues affecting Winnipeggers, as was done in the development of Bill 57 to deal with the reassessment underway in the City of Winnipeg.

More specific proposals which elaborate on these nine principles are set out in later sections of this paper.

TOWARDS A MORE REPRESENTATIVE AND ACCOUNTABLE CITY GOVERNMENT

To be effective, governmental institutions must adapt to changing conditions and a changing environment. In 1970, problems caused by a fragmented local authority, a segmented tax base, and an inequitable distribution of social costs prompted the Government of Manitoba to create a unified city government for Winnipeg. The Government is of the opinion that, since that time, the City's political and administrative system has worked reasonably well. The services provided by the City's departments are generally sound and well managed. However, the Government believes that the City has now arrived at a point where there is a need for greater political leadership and action in order to make Winnipeg a leading Canadian urban centre, one whose government is accountable and responsive to the needs and will of its electorate. To achieve this end, the Government is proposing a number of legislative changes designed to better equip the City to meet the challenges of the late 1980's and beyond.

In order to place those proposed changes into context, the paper will first review the existing organizational structure, as well as the modifications proposed by the Review Committee.

THE STATUS QUO

Currently, the City of Winnipeg is governed by a Council consisting of a Mayor elected at-large and 29 Councillors elected on a single-member ward basis. The City of Winnipeg Act establishes six Community Committees, which are composed of Councillors who represent the wards within each particular Community as designated in the Act. The primary responsibility of the Community Committees is to "develop communication between the City and the residents of the Community." Councillors therefore have a dual role. As members of the Council, they deal with legislative decisions affecting the entire city. As members of Community Committees, they are primarily concerned with local community issues.

The City of Winnipeg Act and other Acts of the Legislature provide for the delegation of Council's powers and duties to an Executive Policy Committee, Standing Committees, the Board of Commissioners, and various boards, commissions, corporations and committees. The City of Winnipeg Act currently provides for an Executive Policy Committee composed of a chairperson, the Mayor, chairpersons of Standing Committees, and as many other Councillors as desired by Council. The Act stipulates that the primary function of the Executive Policy Committee is to formulate and implement city-wide policies. The Act enables Council to establish any number of Standing Committees to examine any question or manage any business. It may appoint any number of Councillors to a Standing Committee as long as each member of Council, except the Mayor and the chairperson of Executive Policy Committee, is appointed to a Standing Committee but not to more than one.

With respect to the administration of the City, Council may also delegate certain of its powers and duties to a Board of Commissioners. It may also delegate the responsibility for the management and administration of certain public services to autonomous or semi-autonomous bodies. These boards and commissions are appointed in whole or in part by Council and have such authority as is delegated to them by the relevant by-laws of Council or by Acts of the Legislature.

THE CITY OF WINNIPEG ACT REVIEW COMMITTEE'S RECOMMENDATIONS

The City of Winnipeg Act Review Committee received numerous submissions which were critical of the political and administrative organization of the City of Winnipeg. The Committee found a general lack of identifiable and consistent leadership within City Council, as well as confusion of both political and administrative roles in the relationship among Council, the Mayor, the Community Committees, Executive Policy Committee, various boards, commissions and committees of Council and the Board of Commissioners.

To correct these shortcomings, the Review Committee recommended that The City of Winnipeg Act delegate a significant amount of Council's powers to an Executive Committee composed of six full-time Councillors and chaired by the Mayor. The Executive Committee would provide central policy initiation and would be responsible for overseeing and directing the administration of the City's business. The members of the Executive Committee would be nominated by the Mayor and elected by Council.

To make the Mayor a more effective leader of Council, the Review Committee proposed to augment the role of the Mayor by assigning to the office the following new responsibilities: the Mayor would nominate, chair and represent the Executive Committee within Council; would appoint a Deputy Mayor from the members of Executive Committee and would appoint, with the approval of Executive Committee, all members of the subcommittees of Executive Committee.

To enable the Mayor to present, support and defend the recommendations of the Executive Committee and to ensure that Council is chaired by a relatively neutral person who has the confidence of Council, the Review Committee suggested that a new Council position be created - the Presiding Officer of City Council. The Presiding Officer would be elected by Council from among those Councillors who are not members of the Executive Committee. In addition to chairing Council meetings, the Presiding Officer would be invested with the authority to recognize and provide appropriate resources to any group of six or more Councillors who wish to function as an officially recognized grouping within Council.

With regard to Council committees, the Review Committee recommended that all references to Standing Committees in The City of Winnipeg Act be deleted and replaced with provisions to allow for the formation of subcommittees of Executive Committee and of Select Committees of Council to investigate issues with specific and limited terms of reference. The majority of the Committee believes that the Standing Committees have, on balance, detracted from the effective, accountable and efficient operation of Council.

To enhance local control over local matters, the Review Committee advocated greater decentralization of political, planning and budgetary authority to the Community Committees. Community Committees would be empowered to: initiate, prepare and approve Local Plans; initiate and approve zoning changes; and issue final variance and conditional use orders within the framework of Council policy and legislation. The Review Committee also proposed that Community Committees be allocated financial resources for expenditures on local services, programs, and facilities according to the individual priorities and needs of the Community Committee.

The Review Committee recommended a review of the various civic boards, commissions, advisory committees, authorities and corporations and proposes changes to their number, mandate and membership. Although the Committee acknowledged that these bodies can be useful in terms of providing a specialized service or attracting expertise which may not be available within the regular departments of city government, the Committee was concerned about the diffusion of the political accountability of the elected Council when authority is delegated to bodies with varying degrees of independence from Council. With respect to advisory boards, the Review Committee suggested a more open process for the nomination and appointment of residents in order to secure broader resident involvement in civic affairs.

In terms of the administrative organization of the City of Winnipeg, the Review Committee recommends that Council be given full authority to establish the administrative structure of the City and that current provisions in the Act prescribing specific duties and responsibilities of senior administrators be deleted. In addition the Committee proposed an amendment to the Act which would enable Council to delegate its duties or powers with respect to the administration of the City to any of its employees instead of only to the Board of Commissioners.

In examining the political organization of the City, the Review Committee concluded that the Mayor should continue to be elected at-large by the residents of Winnipeg and that City Council continue to be elected in individual single-member wards. However, the Review Committee recommended that electors use a preferential ballot to elect their councillors and the Mayor. Under such a system, voters would not only indicate their first choice as they do at present, but they would also rank their second, third, and fourth choices, and so on.

With regard to the size of Council, the Review Committee proposed reducing the number of Councillors to twenty-four. The Committee supported the retention of six Community Committees, but recommends that each be composed of four wards. It also suggested that Community Committee boundaries be modified to reflect the common interests of residents rather than the current criteria of historical community groupings or administrative convenience.

THE GOVERNMENT'S RESPONSE

The Government finds itself in substantial agreement with many of the concepts and principles expressed by the Review Committee. It shares the Committee's concern that The City of Winnipeg Act should provide the citizens of Winnipeg with responsible political leadership and clearer democratic accountability. Similarily, it supports the Committee's objectives of enhancing local control over local matters without detracting from city-wide interests. In some specific areas, however, the Government has different proposals for translating those principles into action.

The Government is therefore proposing an alternative which adopts some of the Review Committee's recommendations, maintains some elements of the status quo, and introduces new concepts which will promote accountability, political leadership, representation, and a balance between local and city-wide interests.

Council. The Government favours retention of a Council similar in size to the current Council. This would provide representation of one Councillor for approximately 21,000 residents.* The Government resists the notion that a reduction in the number of Councillors would automatically make Council more efficient. On the contrary, such a step is likely only to dilute the degree of representation currently enjoyed by Winnipeg residents. In the Government's view, greater efficiency should flow instead from several of its proposals strengthening the roles of the Mayor, Executive Policy Committee, and the Community Committees.

The Government supports the continued election of City Councillors in individual, single-member wards by simple plurality. It agrees with the Review Committee's recommendations that single-member wards be maintained in order to encourage greater responsiveness to local needs and opinions.

In establishing the size of the Community Committees, each Community Committee should ideally be composed of the same number of Councillors.

Mayor. The Government endorses the public's view that the Mayor should continue to be elected-at-large. It also agrees with the Committee's findings that the Mayor is currently ill-equipped to provide the political leadership expected of the "head" and "chief officer" of the city. Accordingly, the Government proposes that the Mayor be made chairperson of the Executive Policy Committee and that the Mayor also be empowered to appoint annually the Deputy Mayor and the chairpersons of Standing Committees. These changes would make the Mayor responsible for developing and overseeing the implementation of city policies.

* 1985 Statistics Canada estimates

Presiding Officer. Given the strengthening of the policy role and responsibilities of the Mayor as proposed above, the Government agrees with the Review Committee's recommendation that a new Council position - the Presiding Officer of City Council - be created. The Presiding Officer would be elected annually by Council, and would be responsible for the orderly conduct of Council as well as for the Office of The Ombudsman and the City Clerk's Department. The role of the Presiding Officer would be similar to that of the Speaker in the Legislature. For that reason, the Government does not agree with the Review Committee's recommendation that the Presiding Officer be vested with the authority to provide official recognition and resources to specific groups of Councillors. Vesting the Presiding Officer with such discretionary authority would compromise the posture of neutrality essential to that position.

Executive Policy Committee. The Government proposes the establishment of a 12 member Executive Policy Committee chaired by the Mayor. The membership shall be made up of the Mayor and his appointees - the Deputy Mayor and the Chairpersons of four major Standing Committees - and a councillor from each of the six Community Committees as elected annually by the Community Committee councillors. These proposed changes to the composition of the Executive Policy Committee would help to ensure the proper co-ordination and balance between local and city-wide perspectives. They would ensure that all areas of the City are represented on Executive Policy Committee, and that local concerns are considered in discussions of city-wide issues. At the same time, this strengthened linkage between Executive Policy Committee and the Community Committees should also help ensure that any city-wide implications of local issues are also appreciated and discussed at the Community Committee level. The mandate of the Executive Policy Committee would be: to co-ordinate, prepare and present to Council policies, plans, budgets, by-laws and other matters of a city-wide nature; to select and supervise the performance of senior civic servants; and to monitor and report to Council on the operations of the City, including its local boards, commissions and agencies. Given the growing importance of intergovernmental affairs to the City of Winnipeg, Executive Policy Committee, or one of its subcommittees, might also serve as the City's Official Delegation in its dealings with the Government of Manitoba.

Standing Committees. The Government is of the opinion that Standing Committees represent an important means of involving Councillors in the formulation of city-wide policies concerning particular functional or policy areas requiring sustained attention from Council. For that reason, the Government does not share the Review Committee's view that all references to Standing Committees should be deleted from The City of Winnipeg Act. The Government feels strongly that City Council should be free to appoint the number and type of standing committees appropriate to its own needs and priorities. The Government therefore proposes to allow the City latitude in the establishment of Standing Committees, subject only to two principles: that each member of Council must be represented on at least one Standing Committee, and that the proposed balance on Executive Policy Committee between the six Community Committee representatives and the Mayor and his five "city-wide" appointees be preserved.

Community Committees. The Government agrees with the Review Committee's findings that Community Committees currently have too little power to make final decisions affecting their local areas. Accordingly, the Government proposes to change The City of Winnpeg Act to increase the powers of Community Committees over matters of local concern. The Government intends to empower Community Committees to prepare Local Plans and to approve zoning by-laws, variances and conditional use orders. The Government is not, however, prepared to implement at this time changes which would give Community Committees greater budgeting and expenditure powers. The decentralization of the planning and land use functions will first be implemented and evaluated, and discussions will then be held with the City regarding the administrative implications of any further decentralization of budgetary and service functions.

Ad Hoc Committees. The City of Winnipeg Act enables Council, Standing Committees and Community Committees to establish subcommittees whose terms of reference must be approved by Council. The Act currently stipulates that the composition of Standing Committees' subcommittees be limited to Councillors, while the composition of Community Committees' subcommittees may include community residents, provided that the majority of subcommittee members are Community Committee Councillors. To ensure broader resident involvement, and to permit use of expert advice on specific issues, the Government is prepared to relax the provisions of The City of Winnipeg Act so as to enable citizens to serve on subcommittees of Executive Policy Committee, Standing Committees and Community Committees whose terms of reference are purely advisory. The Act would require Council to formulate a process for the nomination and appointment of citizen members of such subcommittees. The subcommittee would be chaired by a Councillor who sits as a regular member on the presiding committee.

Boards and Commissions. The Government wishes to review with the City of Winnipeg provincially-legislated boards and commissions, to determine whether their existence, mandate, and membership are appropriate and contemporary, and to ensure that their activities are performed under the clear direction and control of City Council.

Administrative Organization. The Government believes that as a responsible municipal government, the City of Winnipeg should have full authority to establish and revise the administrative structure of the City. The Government would make only two stipulations in this regard. The first is that the primary responsibility for the political direction and supervision of the administration should clearly rest with the Executive Policy Committee. Given the expanded policy-making role which the Government envisions for that Committee, it is important that Executive Policy Committee be empowered to mobilize the administrative resources necessary for the effective implementation of City policies. The second stipulation is that any changes resulting from the City's greater autonomy in this area must respect the Government's province-wide, statutory responsibilities for local government.

TOWARDS A MORE DEMOCRATIC AND EQUITABLE CITY GOVERNMENT

One of the underlying principles of The City of Winnipeg Act is the concept of citizen involvement in the decision-making process. The 1970 White Paper, **Proposals for Urban Reorganization in the Greater Winnipeg Area** stated:

> "If Greater Winnipeg is in fact to become a better community - a better place in which to live and work and play - it is essential that every effort be made, not merely to improve the quality of local government, but to see to it that ... the citizens of Greater Winnipeg in truth can and do have an effective say in the policies and programs which affect them."

Both **The Report of the Committee to Review the City of Winnipeg Act 1976** and **The City of Winnipeg Act Review Committee Final Report 1986** reaffirmed the concepts of political decentralization and of citizen participation in the making of policy and in the practical processes of government. Citizen participation continues to be a Government objective worthy of preservation and expansion.

This objective, however, has not always been realized to its full potential. Both reviews of The City of Winnipeg Act have questioned the success of citizen participation as originally proposed in the initial White Paper. In response to these concerns, the Government is proposing a number of changes which, taken together, have the potential to create a greater and more meaningful level of citizen involvement in local government.

Citizen participation cannot be legislated, however. It is dependent on the citizens themselves, working together and with their councillors. But legislation can provide the opportunity for citizens interested in local issues to have a voice and to be heard. Statutory participation will not, and should not, limit citizens' rights to participate in other ways and in other forums. Rather, the provision of statutory opportunities is a means of ensuring at least a basic and universal level of access for citizens to their local government system.

The City of Winnipeg Act Review Committee observed that citizen participation takes two basic forms:

- participation through the formal political and electoral processes ;
- participation through less formal vehicles such as Residents' Advisory Groups, neighbourhood and merchant associations, and other organizations formed to monitor and influence local government decisions which affect them.

The Government believes that both types of participation are critical to the success and vitality of local government. Accordingly, the following section of this paper sets out a number of the Government's proposals designed to strengthen the rights and abilities of citizens to participate effectively in both the formal and informal processes of local government.

REFORMS TO THE ELECTORAL PROCESS

One Person - One Vote

The Local Authorities Election Act enables Canadian citizens, 18 years of age and over, who have been residents in Winnipeg for over six months or who own property in Winnipeg, to vote in civic elections. The property franchise provides opportunities for non-residents to cast a vote, and in some cases to cast more than one vote in municipal elections.

The Government therefore proposes revisions to the eligibility requirements for voting in local elections which would make residency, Canadian citizenship, and the age of majority the principal qualifications for electors.

An Election Expenses By-law

Election expenses laws have been enacted by the federal government and most provinces. The main thrust of such legislation is to regulate candidates' expenses and to require the disclosure of financial contributions and campaign expenditures.

In keeping with the Government's commitment to an open and accountable local government, the Government proposes to provide legislation which would require that Council establish an Election Expenses By-law. The legislation will contain certain features: that the list of election contributions and expenses be made available for public examination; that ceilings be placed upon election spending; and that a limit be imposed on the money donations which an individual candidate may accept.

An Independent Boundaries Commission

The City of Winnipeg Act provides for the appointment, by the Lieutenant Governor in Council, of a commission to review the boundaries of electoral wards and Community Committees.

In the past, boundary reviews have been sporadic. The Government intends to amend the Act to ensure that reviews of the City's electoral boundaries are conducted every six years by an independent body whose membership is designated by statute. The Government proposes that a number of important criteria govern such boundary reviews: each ward should represent an equal number of residents within a 25% variation and the boundaries of Community Committees and wards should respect historical community groupings, geographical features, the community or diversity of interests, and the socio-economic needs of its citizens.

Party Affiliation

The Government proposes to make changes to the form of the ballot paper to allow party affiliations to be noted beside a candidate's name if this is requested by the candidate.

Compensation for Councillors

The Government believes that City Council should have the freedom to determine its own compensation plan. In order to underline and enhance the accountability of Councillors to their electorate, however, the Government would amend the Act to require that the City develop a by-law which would require an annual accounting of the complete details of the estimated yearly costs of compensation for Councillors (including salary, pension and other benefits). In addition, the City, in its annual financial statement, would make full disclosure of the liability to the City for future pension, disability or other payments to retiring Councillors, and the actual payments made in that year.

STRENGTHENING PARTICIPATORY DEMOCRACY

The City of Winnipeg Act provides for the annual election of a Residents' Advisory Group for each Community Committee. The role of these Residents' Advisory Groups is to advise and assist the Community Committee Councillors in the performance of their duties.

When The City of Winnipeg Act was enacted in 1972, the legislation providing for Residents' Advisory Groups (RAGS) was a unique concept in participatory democracy and it remains so today. However, the sections of the Act which created the RAGS do not clearly define their role or mandate. Since City Council has not assigned specific responsibilities or resources to the RAGs, the results have been uneven over the years. The Review Committee agreed that citizen participation in the form of RAGs has not been particularly successful. However, the Committee also noted that neither have the conditions necessary for success been present.

The Government believes that it would be unfortunate if opportunities for direct participation by citizens did not remain a vital aspect of The City of Winnipeg Act. Therefore, the Government will consider the following ways to facilitate more effective citizen participation:

- strengthening the Residents' Advisory Group system
- assisting other neighbourhood organizations
- creating opportunities for participation by the business community.

Strengthening Residents' Advisory Groups

Residents' Advisory Groups (RAGs) remain an important statutory vehicle for citizen participation. To a considerable degree, the RAGs should benefit from the Government's proposals contained elsewhere in this paper which empower and invigorate the Community Committees, particularly in the area of land-use planning. In order to ensure that the RAGs are as broadly representative as possible, the Government will consider amending the Act to ensure that each ward is represented on the appropriate RAG. In addition, the Government is prepared to provide financial support to assist the RAGs in carrying out their advisory responsibility, on the condition that such assistance is supported and matched by the City of Winnipeg.

Assisting Neighbourhood Organizations

At present, neighbourhood organizations, resident associations, and special issue groups can and do participate in the civic process by appearing before committees of Council or by communicating directly with Council members.

These organizations make a useful and important contribution to the local government process, although their effectiveness is frequently hampered by a lack of resources. The Government is therefore prepared to consider the provision, in appropriate circumstances, of financial assistance to neighbourhood and other non-statutory citizen groups, provided the organizations themselves assume responsibility for raising a portion of the required funds.

Providing Opportunities for Greater Participation by the Business Community

Discussions of citizen participation in civic affairs frequently overlook the potential contribution of the local business community. Over the past few years, a number of new and existing business organizations have played a major role in the revitalization of several of Winnipeg's key commercial precincts. The Government believes that this momentum can and should be further encouraged by legislative action. Indeed, many other Canadian jurisdictions already have legislation enabling municipalities to establish business improvement zones (also known as business improvement districts or areas). In recent years, members of the local business community and City Council have requested that similar legislation be enacted for the City of Winnipeg. The Government agrees, and proposes to amend the Act to enable City Council to empower local businesses to create, finance, and manage locally-based initiatives for the enhancement of their commercial areas.

PROTECTING AND EXPANDING CITIZENS' RIGHTS

The Government wishes to ensure that the rights of Winnipeggers are respected and that fair and due process is followed in the City's dealings with its citizens. To this end, the Government proposes to institute the following mechanisms:

The Creation of a City of Winnipeg Ombudsman

The Government concurs with the Review Committee and proposes that the Act be amended to provide for a statutory officer to be known as The City of Winnipeg Ombudsman. This person would be responsible for, among other things, investigating, and conciliating and/or mediating complaints from residents which relate to matters of civic administration and municipal services. The City Ombudsman would also monitor Part III, Official Languages, The City of Winnipeg Act, and will be required to report to Council and the public, at least annually, on activities relating to the Ombudsman's Office.

Access to Information By-Law

In response to the City of Winnipeg's request and in accordance with the Review Committee's recommendations, the Government is prepared to adopt legislation which will facilitate access to and distribution of information by amending The City of Winnipeg Act to permit Council to adopt an Access To Information By-law.

The Act would require that Council clearly delineate in the by-law the administrative procedures to be adopted when processing requests for information, and the associated costs to be charged to persons seeking the information. The Act would also describe the procedures for review by the City Ombudsman of Council's decision to deny access to specific information.

Third Party Appeal Mechanism

The Government concurs with the Review Committee that there is a need for a public forum to safeguard residents' rights. Instead of creating a separate Municipal Tribunal as proposed by the Review Committee, however, the Government proposes to establish an urban component of the existing Municipal Board. This body would have the power to hear applications alleging that the City had denied or exceeded its jurisdiction, or had denied a person natural justice, or had not complied with statutory requirements. The Municipal Board would have the right to dismiss any complaints which are deemed frivolous, vexatious, or without merit.

Planning Appeals

The Province proposes to establish an appeal mechanism to address objections to planning decisions. Appeals to a local planning decision made by the Community Committee could be heard before a Council-appointed committee. The composition of such a board would not include any individual involved in making the initial decision. For objections on City-wide planning decisions made by Council, the Municipal Board would hear the appeal.

French Language Services

In order to achieve consensus prior to legislative drafting, the Government intends to establish a committee comprised of the Minister of Urban Affairs, the Mayor, the current Chair of Executive Policy Committee and another provincial Minister to review Part III of the Act - Official Languages of Canada.

Making the Act More Understandable

Given that one of the Government's overriding objectives for revising The City of Winnipeg Act is to render city government more open, responsive, and accountable, it would be ironic and unfortunate if the language of the statute itself undermined those objectives. The present Act is relatively lengthy and complex. Accordingly, the Government is prepared to correct certain deficiencies in the current form and organization of the Act. Its language can and should be clarified and simplified to make it more understandable to the general public. The legislation is presently being reviewed for compliance with the Canadian Charter of Rights and Freedoms, and appropriate revisions will be incorporated. Changes to the content of the Act, as described elsewhere in this paper, will be phased in over a two-year period, at which time a revised and improved index will also be devised. Consideration will also be given to producing a layperson's guide to the Act.

The Government will also review the incidence of non-compliance with the legislation, and will ensure that either greater vigilance is paid to the enforcement of its legislative requirements or that unnecessary requirements are removed from the Act.

TOWARDS BETTER PLANNING IN THE CITY OF WINNIPEG

Urban planning is, in many ways, the most important of all local government functions. It is also inextricably linked to the broader requirements of political direction and leadership, and to the quality of citizen input. The Government therefore believes that the improvements which it has proposed in the areas of overall political organization and structure will go some way to enhance the City of Winnipeg's planning capability. As noted by the Committee of Review, a better clarification of the respective roles and powers of City Council and the Provincial Government, strengthened Council leadership, a careful decentralization of power and authority, and improved procedures and structures for citizen involvement should all contribute to improved planning in Winnipeg. The Government's proposals in the planning area are, therefore, best understood in the broader context of its overall approach to local government reform.

Land use planning affects almost every aspect of life in Winnipeg. It determines where homes, offices, and factories are built, where parks are located, and where hospitals, schools, roads, sewers, and other essential services should be situated. Through land use planning, the interests of individual property owners are balanced against the wider interests and objectives of the entire community. Without proper planning, there would be haphazard growth, higher service costs and increased land taxes. Many day-to-day problems would result, from congested streets to conflicting land uses and even to dangerous living conditions.

Good land use planning requires that the land and other resources of our Province be prudently managed. With the emergence and growth of urban communities, the impact of physical planning decisions has widened beyond individual municipalites. Indeed, the need for the Provincial Government to be involved in the co-ordination of municipal development has been given statutory recognition in Manitoba since 1886, and continues today under the aegis of the Departments of Municipal and Urban Affairs.

The City of Winnipeg Act Review Committee's Report has highlighted the need for the Provincial Government to define and clarify its role and interests in formulating policies and plans governing the overall development of the City of Winnipeg and its surrounding area. The Government sees its principal responsibility with respect to urban planning in the City of Winnipeg as being the provision of a legislative framework which accomplishes the following objectives:

- promotes the orderly, economic and beneficial development of the City of Winnipeg;
- provides Winnipeggers with a clear understanding and some certainty about what is planned for the future development of their city;
- encourages citizens' input into the planning decisions affecting them;
- ensures that planning decisions affecting individuals are made in a fair and understandable way;

- ensures the orderly and economic development of the Winnipeg Commutershed;
- protects and manages the Province's natural resources;
- balances the City's desire for local autonomy with the Provincial Government's obligation to discharge its own responsibilities over matters of strategic and province-wide significance; and
- provides mechanisms which ensure that planning decisions are made at the level most appropriate to their sphere of impact.

According to the Review Committee, the City of Winnipeg is perceived as failing to provide adequate planning leadership:

> "No aspect of the civic government under The City of Winnipeg Act was so severely criticized at the Committee's public hearings as the perceived failure of Council to discharge adequately its prime political responsibility - that of providing planning leadership. This was the case as much in submissions from business and development representatives as from academic, professional, resident advisory group, and many other organizations and individuals. Many complained that a sense of direction was lacking with regard to the City's future development patterns, and that the social and economic consequences of alternative courses of action are not adequately addressed. The picture conveyed was one of chances missed and responsibilites evaded. The City's role was described by most as one of reaction to initiatives taken by the private sector or by senior governments."

To remedy the above-mentioned shortcomings and to enhance the Government's role in planning, the Government proposes changes to The City of Winnipeg Act and other relevant Acts of the Legislature with respect to the following planning issues:

The Greater Winnipeg Development Plan

Local Area Planning

Land Use Control Principles

Development - Related Notices

Environmental Protection

Management of Urban Waterways

Abolition of the Additional Zone

Coordination of Land Use Within the Winnipeg Commutershed

The proposed changes to the Planning Sections of The City of Winnipeg Act are intended to strengthen the role of the Provincial Government in regard to broad planning issues, while at the same time disentangling it from issues which are purely local in nature and impact. Within the City of Winnipeg itself, the proposed changes are similarly designed to reaffirm City Council's role and responsibilities for city-wide planning issues, while also strengthening the capacity of the Community Committees and their Residents' Advisory Groups to deal with issues at a neighbourhood level. City Council would of course retain responsibility for ensuring that local planning decisions are consistent with City policies and plans.

STRENGTHENING THE STRATEGIC FRAMEWORK

The Greater Winnipeg Development Plan is the City's overall policy statement. It directs the development and use of land in the City, and it also defines measures to enhance the transportation, physical, social and economic environment of Winnipeg. Because of Winnipeg's dominant role in the economic and social life of the entire Province, the Development Plan is also the one City planning instrument in which the Provincial Government has an overriding strategic interest. On the basis of over a decade's experience with Plan Winnipeg, and its predecessor, the Government proposes the following amendments to the current provisions pertaining to the Greater Winnipeg Development Plan in The City of Winnipeg Act:

Name. The Greater Winnipeg Development Plan would be renamed "The Winnipeg City Plan", as suggested by the Review Committee.

Definition. The present definition of the Greater Winnipeg Development Plan would be modified to reflect proposed changes to the scope and content of The Winnipeg City Plan.

Scope and Content. The Province concurs with the Review Committee that the scope and content of the Greater Winnipeg Development Plan should be expanded and made more precise. Accordingly, the Province proposes to amend The City of Winnipeg Act to require that the City Plan include: social and economic policies for the City; strategies for implementing the Plan's policies and objectives; an assessment of the Plan's financial requirements and budgetary implications; an analysis of the anticipated impact of City policies, plans, and proposed actions on the Winnipeg region and the Province in general; and more detailed land use designations and planning guidelines for Community Committee areas.

Approval and Amendment Process. All Manitobans are affected by the City Plan. The proposed changes to the approval and amendment process are intended to recognize and clarify the Provincial Government's role in the preparation and adoption of this critical document. Changes include provision for: formal consultation with the Minister of Urban Affairs prior to the conduct of a public hearing by the Executive Policy Committee; final approval of the Plan by the Minister of Urban Affairs; and the requirement for a public hearing by the Municipal Board on all amendments introduced by the Minister of Urban Affairs which were not originally advertised for public hearing by Executive Policy Committee.

The Minister would retain his current discretion to refer any objections to the Plan to the Municipal Board for advice and recommendations. Of course, the principle of Ministerial responsibility requires that the final decision remain with the Minister.

REVITALIZING LOCAL PLANNING : EXPANDING THE ROLE OF THE COMMUNITY COMMITTEES

The Community Committee structure established in the original The City of Winnipeg Act was intended to be a mechanism for developing a closer relationship between citizens and the local government system which serves them. In terms of land use planning, the present Community Committee structure does offer local residents opportunities for input into planning decisions pertaining to zoning, variances, conditional use, subdivisions, and various categories of plans. However, there are deficiencies in the current structure which tend to work against truly effective decision-making input by local residents. **First**, with the exception of variances and conditional uses, the final decision regarding any land use matter is the responsibility of City Council and not the Community Committee which held the public hearing. **Second**, local residents are only permitted to make public representation at the Community Committee hearings. Once the Community Committee forwards its report and recommendation to the designated Standing Committee of Council, residents are not permitted to have further input. **Third**, local residents are not empowered under The City of Winnipeg Act to initiate a request for the preparation of a Community Plan or Action Area Plan by the City. As a result of the above circumstances, residents' input into land use planning activities has historically been limited in scope and effectiveness.

However, the Government's proposals for reforms to the overall political structure of the City of Winnipeg create a significantly expanded role for the Community Committees.

One of the most important of their new responsibilities would be a greatly expanded role in planning and zoning matters which are primarily local in nature and impact. The Government strongly believes that decisions on such local planning questions should be made at the Community Committee level, where Councillors and citizens are most familiar with the issues involved. Accordingly, the Government proposes the following measures designed to revitalize local area planning and to strengthen the roles of both the Community Committees and the public:

Local Plans

Current provisions in the Act for Action Area Plans and Community Committee Plans would be replaced with provisions for Local Plans. The purpose of a Local Plan would be to put forward an implementation strategy to deal with a specific land use problem, an emerging issue, or an area in transition. Council or the Community Committees may initiate the preparation of a Local Plan. Alternatively, a request from 10% of residents within a ward would require the City to formulate a Local Plan.

Area residents would be encouraged to participate in the formulation of a Local Plan. Once a Local Plan has been approved by a Community Committee, it would be forwarded to City Council for final adoption. Council would review the Local Plan and could require amendments if the Plan does not conform to policies set out in the Winnipeg City Plan or if the plan has broader implications for the City at large.

Delegation of Zoning and Subdivision Approval Powers

The Government proposes that Community Committees be granted final decision-making authority over zoning and subdivision applications in areas where community land use policies have been adopted by Council as part of the Winnipeg City Plan, or where Local Plans are in effect.

While it is eager to ensure that Community Committees assume greater powers over local planning matters, the Government also acknowledges that the distinction between the local and City-wide planning issues is not always an easy one to draw, and it is concerned that City-wide interests not be jeopardized. The Government also recognizes that there are certain areas of the City, such as the Downtown, which are of sufficient environmental, design, or other significance that virtually any planning issue will have potential ramifications for the City as a whole. Accordingly, the Government proposes to enable City Council to designate particular areas of the City as special planning zones, in which authority for land-use decisions will rest with City Council rather than with the Community Committee.

In recognition of the long lead times inevitably associated with the development and adoption of strategic planning documents such as the Winnipeg City Plan, the Government proposes to discuss with the City transitional City planning arrangements which may be required in the interim.

ESTABLISHING PRINCIPLES FOR LAND USE CONTROL

Under the present system, it is frequently difficult to determine the basis on which planning decisions are made. With the exception of subdivisions and variances, The City of Winnipeg Act does not currently contain any criteria whereby the merit of planning proposals could be assessed. There is a need to establish a decision-making process which is fairer, more easily understood, and more accountable to citizens. To this end, the Government proposes that the City be required by by-law:

- to establish a set of criteria by which various types of land use applications may be evaluated;
- to encourage Community Committees (and, where appropriate, City Council) to issue written reasons for their decisions with respect to major planning and land use decisions.

IMPROVED DEVELOPMENT-RELATED NOTICES AND ADVERTISING

Structural mechanisms encouraging citizen participation are of little practical use if the public is not aware at the outset of a proposed planning or zoning change. To ensure the proper notification of affected parties, the Government therefore intends to amend The City of Winnipeg Act to strengthen the requirements for informing the public, prior to public hearings, of applications for rezonings, subdivisions, conditional uses, zoning variations, and other development approvals. At present, posted notices and public newspaper advertising are required for rezonings, subdivisions, and conditional uses. Only posted notices are required for variances. The Government proposes to require the City to mail, publish and post notices for all rezonings and subdivisions, and to mail and post notices for conditional uses and variances.

ENVIRONMENTAL PROTECTION

Protection of the environmental quality of air and water in the Winnipeg region is the responsibility of the Provincial Government under several statutes of the Legislature. Until recently, the City of Winnipeg was exempt from adhering to some provisions contained in those Acts. The Government intends to strengthen its role in protecting air and water quality within the City of Winnipeg by reviewing and amending The Clean Environment Act and the Rivers and Streams Act.

MANAGEMENT OF URBAN WATERWAYS

Significant among the planning issues addressed by The City of Winnipeg Act Review Committee is the future management, protection and regulation of urban waterways. The Government recognizes the need to coordinate the activities of the numerous departments and agencies of the levels of government sharing jurisdictional responsibility for Winnipeg's rivers and streams. The Government further concurs with the Committee's recommendations that the powers of the three levels of government respecting urban waterways be reviewed and rationalized. The Government believes that this is an issue where leadership by the Provincial Government is both necessary and appropriate.

In January 1986, through the Minister of Urban Affairs, the Government formally proposed the creation of a non-profit Winnipeg Rivers Authority as a joint initiative of government, the private sector, public interest groups and the community at large. The emphasis of the Authority would be on the development and enhancement of the riverbank - its **developmental** role - and on the protection and interpretation of the natural, heritage and scenic resources of urban waterways - its **educational** role.

It is proposed that the Winnipeg Rivers Authority be established jointly by the Government of Manitoba and City of Winnipeg. The Authority would be managed, as a non-profit corporation, by a board of directors broadly representative of the wide range of community interests. Financial support would be provided by both the Provincial and City Governments. Federal financial participation would also be encouraged. In addition, the Authority would seek the participation of all sectors of the community in the planning and funding of projects and programming.

The Winnipeg Rivers Authority is one of the Provincial Government's first initiatives under its River Renewal Program, a $100 million, ten-year effort to improve water quality and protect and enhance the natural environments along the Red and Assiniboine rivers. This program will address issues related to water quality, public access, recreation, heritage, fish and wildlife management, and the resolution of jurisdictional obstacles to the realization of the rivers' full potential.

The Government of Manitoba will seek public advice on program objectives and implementation structures. Public consensus is vital to the success of any efforts to protect and enhance the heritage of our rivers and streams for future generations of Manitobans.

ABOLITION OF THE ADDITIONAL ZONE

The Additional Zone is an area approximately eight kilometers in depth that is adjacent to the boundaries of Winnipeg and over which the City has planning and zoning jurisdiction. The zone was established in 1961 to enable the Metropolitan Government of Greater Winnipeg to control future development of the area immediately beyond its boundaries. In 1972, when The City of Winnipeg Act was introduced, Winnipeg was given planning and zoning authority over the Additional Zone.

The Planning Act, established in 1976, gives the Provincial Government land use control outside of Winnipeg, and delegates land use control to those municipalities which form planning districts and prepare approved development plans. The Act also enables municipalities to withdraw from the Additional Zone upon the formation of a planning district.

When first introduced, the Additional Zone covered approximately 400 square miles. Over the years, a number of rural municipalities have withdrawn from the Additional Zone, thereby reducing its size by nearly 60%. This reduction alone calls into serious question the continued usefulness of the Additional Zone concept. The City of Winnipeg Review Committee consulted extensively on this question, and concluded that "The Additional Zone has outlived whatever usefulness it may have had." The Government concurs, and notes that it has received representations from each of the rural municipalities involved, supporting the abolution of the Additional Zone.

For these reasons, the Government proposes to remove all statutory reference to the Additional Zone from The City of Winnipeg Act. Final decision-making authority over land use and development in municipalities formerly in the Additional Zone would now be vested with the Minister of Municipal Affairs, or delegated to provincially-approved Planning Districts under the terms of The Planning Act.

The Government will review the Planning Act to ensure that it protects both Winnipeg's and the Additional Zone municipalities' interests in the future development of adjacent lands. Adequate provisions for notification and consultation are essential.

Contrary to the recommendation of The City of Winnipeg Act Review Committee, however, the Government is of the opinion that the abolition of the Additional Zone does not warrant, at this time, major boundary changes between the City and its neighbouring municipalities. However, the Government is prepared to entertain any adjustments brought forth and mutually agreed to by the City and its neighbours.

CO-ORDINATION OF LAND USE WITHIN THE WINNIPEG COMMUTERSHED

The abolition of the Additional Zone highlights the need to strengthen the Provincial Government's own planning role. Statistics Canada population and building activity statistics indicate that between 1976 and 1981 the rate of residential growth was greater immediately outside of Winnipeg than it was within the City itself. This trend has serious implications for the nature and scale of provincial and municipal resources required to service this growth. It also suggests a growing erosion of Manitoba's agricultural land and natural resources. Since this growth is being generated primarily by its proximity to the City of Winnipeg, there is a need for the Province to identify land use policies that relate to Winnipeg and its commutershed.

Currently, there is no specific provincial policy for urban commutershed management. The Government proposes to undertake a study of land use and its impacts on Winnipeg and its commutershed, and to prepare appropriate land use policies and strategies to manage exurban growth in the Winnipeg region. These activities will be undertaken in consultation with the City of Winnipeg, the former Additional Zone municipalities, and other affected municipalities and planning districts.

IMPLEMENTATION STEPS

PUBLIC INPUT

Prior to preparing legislation, the Government is seeking public opinion on **The City of Winnipeg Act Review Committee's Final Report** and on its own proposals for reform outlined in this paper. Individuals or groups are encouraged to submit their viewpoints in writing to the

Minister of Urban Affairs
Room 338, Legislative Building
Winnipeg, Manitoba
R3C 0V8.

The Government may schedule public hearings in 1987. Announcements on the time and location of the public hearings will be advertised in the Winnipeg media.

LEGISLATION

The Government plans to stage the implementation of civic reforms over the next two sessions of the Legislature. All legislative changes would be completed prior to the next civic election in 1989. This will enable elected representatives either to implement these changes or to fully prepare for their implementation.